

# SPECIAL EXCEPTION

Fee: \$150+\$10 sign fee [\$160]

Docket Number: \_\_\_\_\_

Date Filed: \_\_\_\_\_

THE HONORABLE JEFF M. GAHAN, MAYOR, CITY OF NEW ALBANY, INDIANA  
City Plan Commission and Board of Zoning Appeals  
311 Hauss Square, Suite 329  
New Albany, Indiana 47150-3586  
Phone: 1(812)948.5333 + Fax: 1(812)948.5335 + Website: www.cityofnewalbany.com

## §156.090 CERTAIN SPECIAL EXCEPTION USES PERMITTED.

Certain land uses, construction and operations are specified as special exceptions in §156.075 due to their extent, the nature of the operation, limited application, relationship to natural resources, relationship and effect on neighboring property, and relationship and regulation by both the zoning and non-zoning elements and objectives of the Master Plan. The special exception uses listed in §§156.075 through 156.079, and their accessory buildings and uses, may be permitted by the Board in the districts indicated in accordance with the procedures set forth in §156.091.

## §156.091 PROCEDURE FOR SPECIAL EXCEPTION.

(A) On receipt of an application for a special exception by the property owner, the Building Commissioner shall refer such application to the Secretary of the Plan Commission for investigation as to the manner in which the proposed location and character of the special exception use will affect the Master Plan. The Plan Commission shall report its findings on the proposal to the Board of Zoning Appeals and, if the report is favorable to the proposal, the Board may, after public notice and hearing according to the law, grant the permit, including the imposition of conditions, restrictions, and requirements on the use which the Board deems essential to insure that the special exception is consistent with the spirit, purpose and intent of this chapter, will not substantially and permanently injure the appropriate use of neighboring property, and will not adversely affect the public health, safety, morals, and welfare.

(B) In considering the proposal for a special exception and imposing conditions, restrictions, and requirements, the Board shall consider, in addition to any other pertinent factors:

- (1) The avoidance of congestion and provision for traffic and other transportation.
- (2) The insurance from and provision for safety from any hazards associated with the proposal.
- (3) The avoidance of adverse effects to neighboring properties.

Statutory Reference: see *Indiana Code 36-7-4-918.2*

**NOTE:** An unfavorable recommendation by the New Albany City Plan Commission results in the special exception being denied. The Board of Zoning Appeals shall not hear the special exception.

## SECTION ONE:

1.0 Address of Property: 4400 block of Charlestown Road

1.1 Plat Number: 85 ILL. Grant On Lot(s) Number: \_\_\_\_\_

1.2 Key Number: 22-05-08-500-001-007  
22 - 05 - 08 - 500 - 001 - 007; 22-05-08-500-058, 000-007

1.3 Tax Identification Number: □□□-□□□□-□□□

**SECTION TWO:**

2.0 Name of Applicant: Floyd County Board of Commissioners

2.1 Applicant's Address: 2524 Corydon Pike Suite 202 New Albany, In 47150  
Street City State Zip

2.2 Applicant's Daytime Phone: 812.948.4110 Fax: 812.948.

2.3 Applicant: ☒ OWNS ☐ LEASES ☐ OPTIONS the property for the special exception

**SECTION THREE [Complete if the applicant does not own the property]:**

3.0 Owner of Property: Same as above

3.1 Owner's Address: \_\_\_\_\_  
Street City State Zip

3.2 Owner's Daytime Phone: \_\_\_\_\_ Fax: \_\_\_\_\_

**SECTION FOUR:**

4.0 The Property is Zoned: R-1

4.1 Size of the Property (in acres): 35.5 acres

4.2 Lot Frontage Dimension (in feet): 100 Lot Depth Dimension (in feet): 1839

**SECTION FIVE:**

5.0 What is the current use of the property? Vacant Agricultural

5.1 I hereby make application for a special exception to permit: a public park

5.2 What is the proposed use of the property? a public park

5.3 How does the proposed special exception meet the following criteria?

(5.3.1) The avoidance of congestion and provision for traffic and other transportation.

The proposed project has conducted a traffic study which illustrated the need for infrastructure improvement which will be part of the project. The design also provides for multi-modal access.

(5.3.2) The insurance from and provision for safety from any hazards associated with the proposal.

The proposed park design was developed with the safety of end user of the park in mind. The two primary end users are youth participating in little league and surrounding residents.

(5.3.3) The avoidance of adverse effects to neighboring properties.

The proposed park design has taken into consideration all expressed concerns from neighbors. The design and supporting documentation explain in detail those efforts.

5.4 Has any other zoning application been previously filed on this property? ☐ YES ☒ NO

5.5 If YES, give Docket number, date, and describe:

5.6 Additional information:

please see attached supporting documentation and  
notes for this project.

**SECTION SIX:**

6.0 Plans prepared by: Mary Brunkworth

6.1 Address: 5150 Charleston Road Ste. 4 New Albany, IN. 47150

6.2 Phone: 812-944-6731

Fax: \_\_\_\_\_

6.3 Acknowledgment:

By signing below, I acknowledge that the information provided by me is true and accurate to the best of my knowledge. In addition, by signing below, I hereby permit members of the New Albany City Plan Commission and/or New Albany Board of Zoning Appeals, as well as their staff, to enter onto the property for purposes of inspection. In continuance, I hereby state that I have provided a complete and accurate list of all adjacent property owners and their mailing addresses, (Exhibit 1, attached), as recorded in the Floyd County Assessors Plats. Finally, by signing below, I acknowledge receipt of two (2) public hearing signs that I agree to post and maintain in conspicuous places on the property for the special exception 15 days prior to the public hearing.

FLOYD COUNTY BOARD OF COMMISSIONERS  
Printed name of APPLICANT

Donald M. Lipp, Director of Ops.  
Signed name of APPLICANT

FLOYD COUNTY BOARD OF COMMISSIONERS  
Printed name of OWNER

Donald M. Lipp, Director of Ops.  
Signed name of OWNER

**OFFICE USE ONLY — Do Not Write Below This Line**

Plan Commission Meeting Date: \_\_\_\_\_

☐ Favorable

☐ Unfavorable

Board of Zoning Appeals Public Hearing Date: \_\_\_\_\_

Public Hearing Signs Issued by: \_\_\_\_\_

Application Certified Complete by: \_\_\_\_\_

Date: \_\_\_\_\_

The Board ☐ Approved

☐ Approved with Conditions

☐ Denied

☐ Accepted Withdrawal

Floyd County  
City County Building  
NEW ALBANY, IN 47150

Doninger, Gregory & Julie  
4212 Shetland Ct  
NEW ALBANY, IN 47150

Jones, Tamara E.  
3021 Brookhaven Rd  
NEW ALBANY, IN 47150

Church, Northside Christian  
4407 Charlestown Rd  
New Albany, IN 47150

Murphy, Scott & Kelly  
831 Cedar Bough  
New Albany, IN 47150

Jones, Tamara E.  
3021 Brookhaven Rd  
NEW ALBANY, IN 47150

Church, Graceland Southern  
3600 Kamer Miller Rd  
New Albany, IN 47150

Church, Charlestown Road  
4601 Charlestown Rd  
NEW ALBANY, IN 47150

Church, Graceland Southern  
3600 Kamer Miller Rd  
New Albany, IN 47150

Garing, Bernard Stephen &  
4222 Highland Oaks Dr  
NEW ALBANY, IN 47150

Coomer, Stewart A. & Norma  
3033 Brookhaven Rd  
New Albany, IN 47150

Morris, John T. & Linda E.  
4200 Shetland Ct  
New Albany, IN 47150

Ryall, William F & Martha J  
3031 Brookhaven Rd  
NEW ALBANY, IN 47150

Javid, Shahriar & Doris  
4202 Shetland Ct  
NEW ALBANY, IN 47150

Morris Family, The Amended &  
3029 Brookhaven Rd  
NEW ALBANY, IN 47150

Church, Northside Christian,  
4407 Charlestown Rd  
NEW ALBANY, IN 47150

Broughton, Angela  
4204 Shetland Ct  
NEW ALBANY, IN 47150

Ernstberger, Paul J. & Frances  
3027 Brookhaven Rd  
New Albany, IN 47150

Coleman, Bradley L. & Kathy S.  
4206 Shetland Ct  
New Albany, IN 47150

Getty, Brian & Lorraine  
3025 Brookhaven Rd  
NEW ALBANY, IN 47150

Xu, Qin & Zheng, Jiayu  
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FLOYD CO. IN RECORDER - LOIS ENDRIS

08/28/2013 02:23:46PM

201314887 Pages:5

Transaction # 39740

Floyd Co. Assessor

AUG 28 2013

### WARRANTY DEED

GRANTEES' ADDRESS:

CITY COUNTY BUILDING

NEW ALBANY IN 47150

MAIL TAX STATEMENTS TO: 2524 Coyden Pike, Riverview Government Center Suite 204

New Albany, IN 47150

Prt. Key #005-25500-54 Prt. Parcel #22-05-08-500-061.000-007

Prt. Key #005-25500-51 Prt. Parcel #22-05-08-500-058.000-007

Prt. Key #005-25501-51 Prt. Parcel #22-05-08-500-008.000-007

THIS INDENTURE WITNESSETH: That NORTHSIDE CHRISTIAN CHUCH, INC., an Indiana Non-Profit Corporation, by and through its duly authorized officers or designated representative(s)

### CONVEYS AND WARRANTS

unto THE BOARD OF COMMISSIONERS OF FLOYD COUNTY, INDIANA, for and in consideration of the sum of One Dollar (\$1.00) and other good and valuable consideration, the receipt of which is hereby acknowledged, the following described real estate situated in the County of Floyd, State of Indiana, and described as follows, to-wit:

BEING A PART OF LOT LETTER 'D' AND 'E' IN SURVEY NUMBER 85 OF THE ILLINOIS GRANT TO FLOYD COUNTY, INDIANA AND BEING FURTHER DESCRIBED AS FOLLOWS:

BEGINNING AT THE WESTERN MOST CORNER OF SAID LETTER 'D', SAME BEING THE NORTHERN MOST CORNER OF 'LOT NUMBER 3 IN PLAT 246 OF SAID COUNTY RECORDS; THENCE N 55°22'30" E, (PASSING A RUCKMAN PIN AND CAP AT 1009.51') 1802.37' TO A RUCKMAN PIN AND CAP; THENCE S 34°51'50" E ALONG THE SOUTHWESTERLY LINE OF BROOKHAVEN SUBDIVISION (PLAT 824) A DISTANCE OF 1087.01' TO A SET STEEL PIN WITH JORDAN CAP, HEREINAFTER REFERRED TO AS A SPC; THENCE LEAVING SAID SOUTHWESTERLY LINE OF BROOKHAVEN SUBDIVISION, S 56°02'48" W, 199.90' TO A POINT IN THE CENTER OF JACOBS CREEK; THENCE THE FOLLOWING COURSES ALONG SAID CENTERLINE OF JACOBS CREEK: S 51°13'02" W, 39.93'; S 63°57'16" W, 96.56'; THENCE LEAVING SAID CENTERLINE OF JACOBS CREEK, S 49°22'22" W, 121.47' TO A SPC; THENCE S 55°33'04" W, 102.95' TO A SPC; THENCE S 62°07'37" W, 94.87' TO A SPC; THENCE S 73°09'30" W, 153.87' TO A SPC; THENCE S 34°29'50" E, 118.33' FEET TO A SPC; THENCE S 51°02'03" W, 102.82' TO A SPC; THENCE N 38°31'47" W, 119.60' TO A SPC; THENCE N 63°03'51" W, 207.21' TO A SPC; THENCE N 54°42'11" W, 129.46' TO A SPC; THENCE N 66°49'31" W, 50.20' TO A SPC; THENCE S 76°38'03" W, 58.50' TO A SPC; THENCE S 68°48'04" W, 142.07'; THENCE S 72°20'35" W, 133.71' TO A SPC; THENCE S 77°23'18" W, 125.79' TO A

Duly Entered For Taxation  
Subject To Final Acceptance  
For Transfer

AUG 28 2013

  
AUDITOR FLOYD CO. IND.

SPC; THENCE S 83°08'37" W, 113.27' TO A SPC; THENCE S 75°02'24" W, 99.32' TO A SPC; THENCE S 65°43'30" W, 102.45' TO A POINT IN THE CENTER OF SAID JACOBS CREEK; THENCE N 33°56'07" W, PASSING A SPC AT 127.81', A TOTAL DISTANCE OF 442.95' TO THE TRUE POINT OF BEGINNING.

CONTAINING 35.500 ACRES.

ALSO AN EASEMENT MORE PARTICULARLY DESCRIBED AS FOLLOWS: BEING A PART OF LOT LETTER 'D' AND 'E' IN SURVEY NUMBER 85 OF THE ILLINOIS GRANT TO FLOYD COUNTY, INDIANA AND BEING FURTHER DESCRIBED AS FOLLOWS:

COMMENCING AT THE WESTERN MOST CORNER OF SAID LETTER 'D', SAME BEING THE NORTHERN MOST CORNER OF LOT NUMBER 3 IN PLAT 246 OF SAID COUNTY RECORDS; THENCE N 55°22'30" E, (PASSING A RUCKMAN PIN AND CAP AT 1009.51') 1802.37' TO A RUCKMAN PIN AND CAP; THENCE S 34°51'50" E ALONG THE SOUTHWESTERLY LINE OF BROOKHAVEN SUBDIVISION (PLAT 824) A DISTANCE OF 1087.01' TO A SET STEEL PIN WITH JORDAN CAP, HEREINAFTER REFERRED TO AS A SPC; THENCE LEAVING SAID SOUTHWESTERLY LINE OF BROOKHAVEN SUBDIVISION, S 56°02'48" W, 199.90' TO A POINT IN THE CENTER OF JACOBS CREEK; THENCE THE FOLLOWING COURSES ALONG SAID CENTERLINE OF JACOBS CREEK: S 51°13'02" W, 39.93'; S 63°57'16" W, 96.56'; THENCE LEAVING SAID CENTERLINE OF JACOBS CREEK, S 49°22'22" W, 121.47' TO A SPC; THENCE S 55°33'04" W, 102.95' TO A SPC; THENCE S 62°07'37" W, 94.87' TO A SPC; THENCE S 73°09'30" W, 153.87' TO A SPC; THENCE S 34°29'50" E, 118.33' FEET TO A SPC AND BEING THE TRUE PLACE OF BEGINNING OF TRACT II TO BE HEREIN DESCRIBED:

THENCE CONTINUING S 34°29'50" E, 704.41 FEET TO A SPC ON THE NORTHWESTERLY LINE OF CHARLESTOWN ROAD; THENCE ALONG SAID NORTHWESTERLY RIGHT OF WAY OF CHARLESTOWN ROAD AND ALONG A CURVE TO THE LEFT HAVING A RADIUS OF 6832.64', WITH A CHORD BEARING S 39°33'07" W, AND A CHORD LENGTH OF 69.64' TO A SPC; THENCE LEAVING SAID NORTHWESTERLY RIGHT OF WAY OF CHARLESTOWN ROAD, N 34°29'42" W, 445.06' TO A SPC; THENCE ALONG A CURVE TO THE LEFT HAVING A RADIUS OF 994.01' WITH A CHORD BEARING N 37°11'32" W, AND A CHORD LENGTH OF 92.16' TO A SPC; THENCE N 39°59'01" W, 142.50' TO A SPC; THENCE S 50°00'59" W, 15.00' TO A SPC; THENCE N 38°31'47" W, 38.11' TO A SPC; THENCE N 51°02'03" E, 102.82'; THE TRUE POINT OF BEGINNING.

CONTAINING 1.168 ACRES.

Subject to any and all easements and/or restrictions of public record, which may apply to the above-described real estate.

Grantor conveys the above described real estate subject to the restriction that such real estate be used for park and recreation activities such as baseball, softball, football, walking and/or other similar recreation activities for a period of the shorter of fifty years from the date of the conveying Deed, or until such time that Seller does not operate a place of worship on the property immediately adjacent to the conveyed parcel.

TO HAVE AND TO HOLD, the same unto said Grantee, its heirs and assigns, in fee simple forever.

The above described real estate is conveyed free and clear of all liens and encumbrances, except the real estate taxes, which having been prorated to the date of closing, the Grantee hereby assumes and agrees to pay all taxes hereafter.

IN WITNESS WHEREOF, the Grantor has hereunto set its hand and seal, this 21<sup>st</sup> day of August, 2013.

NORTHSIDE CHRISTIAN CHURCH, INC.

By: Gary Norman (SEAL)  
Gary Norman, Operations/HR Manager

By: Ted Roberts (SEAL)  
Ted Roberts Administrator

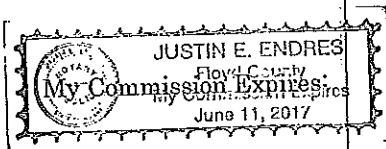
STATE OF INDIANA )

COUNTY OF FLOYD )

SS:

Before me, a Notary Public, in and for said County and State, personally appeared Gary Norman, Operations/HR Manager, and acknowledges the execution of the foregoing deed as his free and voluntary act and deed for the uses and purposes expressed therein.

WITNESS my hand and seal, this 21<sup>st</sup> day of August, 2013.



Justin E. Endres  
Notary Public

Justin E. Endres  
Printed Name

Resident of Flag Co., Indiana



STATE OF INDIANA )  
 )  
COUNTY OF FLOYD )

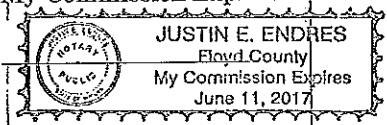
SS:

Before me, a Notary Public, in and for said County and State, personally appeared Ted Roberts, Administrator, and acknowledges the execution of the foregoing deed as his free and voluntary act and deed for the uses and purposes expressed therein.

WITNESS my hand and seal, this 21 day of August, 2013.

  
Notary Public

My Commission Expires:



Printed Name

Resident of \_\_\_\_\_ Co., Indiana

THIS INSTRUMENT PREPARED BY:  
YOUNG, LIND, ENDRES & KRAFT  
JOHN A. KRAFT, ATTORNEY  
Be2013 re: Floyd county board of commissioners

I affirm, under the penalties for perjury, that I have taken reasonable care to redact each Social Security Number in this document, unless required by law.

By: Justin E. Endres  
Printed Name

[illegible]

Consulting Engineers

5100 Charlestown Road, Suite 4  
New Albany, Indiana 47160

April 10, 2013 File No. 2013010  
 Revised: August 21, 2013  
 Client: Floyd County, Indiana

## Executive Summary

On behalf of the Floyd County Board of Commissioners and the Floyd County Parks and Recreation Department, we are presenting this application for a special use exception for a new public park on 35.5 acres located on Charlestown Road. The land's current use is vacant agricultural land and is zoned R-1 according to 39 degrees north zoning on-line zoning map. This project is a new project separate from any previous projects associated with the development of Northside Christian Church. A site plan has been attached as Exhibit A. The proposed park will have the following components:

- Thirteen (13) acres of open green space for both passive and active recreational activities for the public including three playgrounds areas, splash pad, three shelter houses and a public plaza area
- A separate nine (9) acre Nature Preserve protected through perpetual conservation easement with the Indiana Bicentennial Trust which will include 125 trees being planted in the easement to enhance wild life habitat and create an additional buffer to the more active recreational elements of the park
- A separate eight (8) acres to be used for seven (7) lighted Little League Baseball and Softball fields to be used by New Albany Township Baseball and Softball
- 1.2 Mile Walking and Fitness Trail through the park that also will connect to Charlestown Road as part of the County's Charlestown Road Complete Streets corridor project
- A 500 square foot pervious pavement pad for the Floyd County Solid Waste District Recycling Drop-Off permanent New Albany Township site
- LED down-shielded parking lot lighting and a pervious paver system parking system to accommodate over 500 vehicles
- Green infrastructure for storm water drainage including grass pavers for parking, rain gardens, and tree plantings to manage and reduce the effects of storm water run-off

The proposed park was identified and designed to meet the recreational needs of the community. This area was identified in the 2007 Joint Floyd County-New Albany Parks Master Plan and the 2014 Floyd County Parks Department Master Plan as an area that had a deficiency of park and recreational land for community use. Both plans also identified the need to partner with community organizations like the New Albany Township Little Leagues for youth sporting facilities, adding facilities for walking and preserve the remaining natural resources in a growing suburban environment. Please see Exhibit B for excerpts from the Parks Master Park and Recreation Plan.

The proposed use is compatible with the City and Two Mile Fringe 1999 Comprehensive Plan. The proposed park addresses and meets the City's 1999 Comprehensive Plan goals outlined in page 7-3. The City's planning document states that Park planning is the responsibility of the Department of Parks and Recreation and that planning and programming efforts of the Parks Department should be encouraged and supported. Please see Exhibit C for Comprehensive Plan excerpt.

The following supporting material has been developed in order to provide the City of New Albany Plan Commission and the City of New Albany Board of Zoning Appeals a detailed narrative of the proposed project. Each of the following components has been designed to meet the statutory questions for each of the boards and to address the issues raised by the surrounding neighbors in planning and design meeting prior to the submission of this project.

The following sections of the narrative are as follows:

1. Avoidance of Congestion and Provisions for Traffic and other transportation
2. Insurance and Provision for safety from hazards associated with proposal
3. Avoidance of adverse effects to neighboring properties

### **Avoidance of Congestion and Provisions for Traffic and other transportation**

As part of the development of this proposed plan, the County reviewed the proposed park use as it relates to the transportation system. The Floyd County Board of Commissioners is responsible for the maintenance, operation, and opening of the road system in the two mile fringe area outside the municipal boundaries of the City of New Albany. The County is responsible for the functionality of the transportation system around the proposed development. Highland Oaks, Charlestown Road and the proposed park main entrance roadway is or will be part of the County Road Inventory.

The County conducted a traffic study review of how the impacts of the proposed park would have on its transportation system. The main components of this review were to determine how the development of a public park and the traffic generated from this use would impact the current transportation system.

The City's Comprehensive Plan transportation component and the general principles of the planning document were reviewed. Since the plan deferred to the Parks Department for parks planning, the concept of a public park instead of higher density residential development or possibly commercial development was not considered when the goal of connectivity was determined in the plan. This can be seen by the residential zoning classification. While connectivity is a goal, the comprehensive plan also speaks to being general in purpose in order to be flexible to changes in land use requests.

The County commissioned a traffic warrant study for the proposed main entrance onto Charlestown Road. The traffic warrant study was conducted to determine the level of traffic to be generated on the site and the need for a traffic signal on Charlestown Road. The report is attached as Exhibit D in the appendix. At the time of our real estate closing with Northside Christian Church, the County and Church agreed to a public access easement with the understanding if the traffic light was warranted the County purchase the land needed to align the intersection with Sunset Drive and the existing entrance. The County will stipulate to that being a condition of the special exception approval.

The main finding of the traffic warrant study was a traffic signal is warranted at the intersection of Sunset Drive and proposed park entrance. The proposed light would enhance access to area destinations and reduce side street demand at Charlestown Crossing. The proposed light would also provide pedestrian access to the park and promote safe pedestrian travel along the proposed multi-modal improvements to Charlestown Road. As part of the development of this project, the County does

propose the placement of a traffic light at the intersection of the Charlestown Road, Sunset Drive and the entrance to the park. This public infrastructure improvement will assist in lessening the impact of the proposed project on the existing infrastructure.

The proposed design also reviewed the impact a proposed through road connecting Highland Oaks to Charlestown Road would have on the transportation system, existing neighborhoods, and the proposed public park. The creation of a collector class road to connect Highland Oaks Drive which is defined by the County road classification system as a local subdivision would create an immediate negative impact in terms of safety not only to the users of the park, but also to residents of Highland Oaks. This is similar to the issues City residents on Schnell Lane have in terms of traffic with the connection to Sam Peden Community Park.

The proposed park design was created to calm traffic flow through the reduction of lane width and insertion at points of traffic calming measures such as curvature of the roadway and on-street parking. To provide emergency access to the Highland Oaks residents, an emergency lane has been created to allow only emergency and authorized vehicles access to the stub road at Highland Oaks Drive.

In 2012, the Indiana Department of Transportation relinquished control of Charlestown Road to the Floyd County Commissioners from the I-265 ramp area to County Line Road. The County was recently awarded transportation funds through KIPDA to start the Charlestown Road Corridor Complete Streets Project. This project is designed to re-examine the nature of the Charlestown Road and to re-design the corridor to make it more pedestrian and bicyclists friendly. A proposed multi-use trail would connect to the park and also to the existing sidewalk system along Charlestown Road. Currently, TARC does not provide services; however, provisions in the plan have been made to provide for a bus stop at the park entrance if service was re-initiated.

#### **Insurance and Provision for safety from hazards associated with proposal**

In the development of this proposed park, the County determined the main provision for safety and mitigation of any hazards associated with the proposed to be the traffic. As stated previously, the County conducted a traffic study for its main entrance on Charlestown Road. It reviewed the plans with the New Chapel Fire Department and the Floyd County Sheriff Office. Their letters are attached as Exhibit E.

The main provision for the insurance of any hazards associated with the proposed would be limiting the access to Highland Oaks subdivision to emergency vehicles only. The connection of this road to Charlestown Road would only create more traffic, congestion and lessen safety for the park users and neighboring residents.

The County will also construct a public roadway and bridge to provide access to the park from Charlestown Road. The County is in the preliminary engineering design phase of these infrastructure components. It has also identified all of the regulatory permits needed for the proposed project on the site plan.

The proposed project also has a green component to its design. The proposed parking area will be constructed with grass paver system in order to lessen the impact of storm water run-off and improve drainage. The addition of rain gardens throughout the area will provide additional storm water run-off

protection. The County will also be providing a retention basin to handle any anticipated large rain events and will comply with all County storm water design manual requirements. Examples of the proposed pavers can be located in Exhibit F.

#### **Avoidance of adverse effects to neighboring properties**

In an effort to address any concerns from neighboring properties, the Floyd County Board of Commissioners met on several occasions with representatives and residents of the Brookhaven and Highland Oaks subdivisions. During these meetings, the resident brought their issues to the forefront for the County in terms of how the development of the park would not adversely affect the neighbors.

During the planning and design phase of the park, the County took several actions in order to gauge the issues raised at those meetings and determine if there were feasible methods of addressing these concerns. From these meetings, the main concerns for the development of the project were as follows:

- Connection of Highland Oaks Drive to Charlestown Road
- Hours of operations for the park and proposed Little League facility
- Noise and lighting from the proposed Little League facilities
- Buffering and maintenance of natural resources
- Safety

#### **Connection of Highland Oaks Drive to Charlestown Road**

The vast majority of the residents of Highland Oaks had concerns over the connection of Highland Oaks to Charlestown Road through the proposed park. Concerns over safety, speed, noise, parking and reduction in quality of life were mentioned regarding connectivity. These concerns were addressed by the County's decision to limit access to Highland Oaks to emergency access only via a gate and fence system. This is the same approach as has been taken at Sam Peden Community Park. Please see letters and comments in Exhibit E.

The operations of the proposed baseball and softball component were also mentioned. In terms of hours of operations, the County policy has been that no new inning can start after 10PM and all games must conclude

by 11PM.

#### **Noise and lighting from the proposed Little League facilities**

The County has provided the lighting standards to be used for the proposed fields and parking lot lighting. The proposed project follows the City's requirement for foot-candles at property line. The photometric plans and cut sheets are attached as Exhibit G.

The County also conducted a series of noise tests to determine sound levels at the New Albany Little League current location at Mount Tabor Road and the current noise levels at defined locations adjacent to the proposed park.

The findings of the noise reading lead the design of the park in two ways. One the ambient noise levels were similar at the current ball field site as it was at the same distance for the proposed site. Please see table 1.1 below. The measurement is in decibels.

**Table 1.1 – Noise Readings from Fall 2013 Fall Baseball Schedule and selected neighborhood sites**

Location	Date	Date	Date
Readings in decibels	Wednesday 9/25/2013 Evening	Wednesday 10/2/2013 Evening	Saturday- 10/5/2013 Noon
1. Tee Ball Fields (Center of 3 fields)	63.075	58.825	62.3
2. Mount Tabor School Door (400 feet from #1 site)	52.275	54.85	51.3
3. NAHS Ballfields (500 feet from # 1 site)	57.175	54.7	56.05
4. Brookhaven Cul-de-sac #1 (1200 feet from proposed hub site)	52.675	49.675	53.125
5. Brookhaven Cul-de-sac #2 (740 feet from proposed hub)	52.625	52.3	54.3
6. Northside Entrance (950 feet from proposed hub)	52.7	51.4	52.65
7. Highland Oaks Stub (600 feet from proposed hub)	52.325	52.05	53.6

However, the readings did not take into consideration any amplified noise due to no loud speakers used during the times the noise levels were tested at the Mount Tabor facility. In order to address this concern, the County is providing draft written commitments for the amplified noise or loud speaker.

1. Prior to installation of any amplified system, Highland Oaks and Brookhaven HOAs will be notified of test times by the Floyd County Parks and Recreation Department in order to develop a plan to ensure the system is positioned in a manner not to substantially effect the neighbors.
2. The Highland Oaks and Brookhaven HOAs will be provided the contact information for the Parks Superintendent which will be the point of contact in any issues regarding noise or operation of the Little League facilities. The Superintendent will address these issues with the HOAs and the Little League officials.
3. The practices and games on the proposed baseball-softball facility can not start until – 8:30 AM time and must follow County policy regarding conclusion of games.

**Buffering and maintenance of natural resources**

In addition to the placement of the fields, which the outfield fences are approximately 170-200 feet away from the property line depending on field, the County also is finalizing a conservancy easement with the Indiana State Department of Nature Resources. The County pursued and received an Indiana Department of Natural Resources Bicentennial Trust Grant. The grant application will place nine (9) acres of the proposed park in a perpetual conservation easement in which no active recreational activity, tree clearing or disturbance of existing wetlands can take place. In addition, the County has agreed to place 125 additional trees in the area to act as a natural buffer for noise and light. The County is using the Arbor Day Foundation recommended planting scheme for these areas. Please see attached proposed buffer area plantings in Exhibit H.



2007 New Albany - Floyd County Public Works Plan

As one applies a deeper analysis regarding land dedication, an immediate finding becomes apparent. While the overall county meets the standards, once the standard is set to census tract level, the level of service gaps are more noticeable. This is especially of concern when the census tract with the largest population has the smallest amount of available parkland. Additional gaps in park land coverage are also present in other areas of the community.

The second analysis again indicates a need for park facilities in the eastern section of the county. Also, the neighborhood parks service ring analysis shows a lack of service- along the Silver Street corridor.

The third analysis was based on age distribution and identifying areas where there was a higher amount of either youth or seniors than the county average. Determining facilities and programming opportunities within these areas with a higher concentration of either children or seniors, should be a focal point for the parks system. For example, a park with a playground would be most likely to be utilized by a parent and their young child, as opposed to a park with hiking trails throughout or a special use park facility.

This analysis indicated a strong presence of children under the age of 9 in the 708.01 Census Tract. This tract borders State Street, Daisy Lane and Graybrook Lane. The immediate park facility is Binford Park. Likewise, senior-bases activities should be considered in area along State Run Road due to the high amount of senior citizens living in the area. The immediate park facility in this area is Sertoma Park.

department. The results were tabulated, analyzed, and written up by Eldon Little and Frank Wadsworth, professors at Indiana University Southeast.

### General Discussion

The survey results suggest that overall citizens are satisfied with and supportive of the Floyd's County Parks Department. The general impression from the survey is that respondents were generally satisfied with what is currently offered but would like to see services and availability expanded. The strongest supported areas for expansion were in the areas of walking/biking paths, nature preserves, and enhanced youth activities. There was much less support for "big ticket" facilities. There were no major differences between the New Albany city and township responses and the responses of the rest of the county.

In general the community seems satisfied with the Parks Department. Over half of the community agreed or strongly agreed with the statement. Over thirty percent responded "Not Sure" and only seventeen percent disagreed or strongly disagreed. The high "Not Sure" responses may suggest that the Parks Department may lack visibility in some parts of the community. The responses to this set of questions, while more positive than negative suggest that many respondents would like to see recreational opportunities enhanced in the community. This response is further supported by many of the suggestions made in the open-ended portion of the survey.

### Investment alternatives

The responses to the recreational alternatives suggest that the community would like to see more investment in biking/walking trails, nature preserves and playgrounds with special attention paid to facilities for our youth.

With the exception of modest support for an aquatics center there appears to be little support for facilities requiring "big ticket" buildings or equipment. The top five preferences were as follows:

**Table VI.1 Community Survey Investment Alternatives**

Choice	Percent Strongly Agree or Agree
Cycling/Walking trails	78.6%
Nature preserve	69.9%
Youth based activities	62.9%
Parks within walking distance of home	58.5%
New playgrounds within existing system	55.4%

### Current Utilization

Only seventeen percent of the respondents currently use a New Albany/Floyd County park facility once or more a week and less than half (49.3%) use the parks once a month. Over one quarter of the respondents never use the community parks. The response to this question as well as the open-ended suggestions may indicate a need for enhancement and expansion of the park facilities so that a greater proportion of our citizens will be able to enjoy recreational opportunities in their community.

While an aquatics center was one of the higher ranked (6th) recreational opportunities and one of the more frequently mentioned suggestions in the open-ended section of the survey, current utilization of Camille Wright swimming pool represents a very small portion of the respondents. Less than three percent of the respondents indicated using the pool at least once a week and almost 87% indicated that they never use the pool.

While over half of the respondents (55.3%) indicated they use the park they live closest to once a year or less, almost forty-five percent indicate that they use the park nearest their home at least once a month. This result indicates that good portions of the community are regular users of park facilities and many of them use the parks near their home.

#### **Increase taxes or fees**

In the open-ended portion of the survey the most frequently mentioned item was a concern about raising taxes. In light of this concern, the response to the "tax increase to fund" questions should be interpreted not so much as a green light to increase taxes, but as an indicator of importance to the community.

The responses to the later questions about taxes confirm the previous question dealing with expansion of recreational opportunities. The highest rated response was cycling/walking paths followed by nature preserves and youth-based activities. All three were supported by over fifty percent of the respondents.

**Table VI. 2 Community Survey Question Taxes and Fees**

<b>Survey Question – I would be willing to consider a modest increase in either fees or taxes to assist in the funding the following:</b>	
Creation of a series of walking and biking trails throughout the community	60.2 percent favorable
Creation of nature preserves	55 percent favorable
Development of youth-based activities	53.2 percent favorable

#### **City/County Results Discussion**

City and county residents have very similar opinions and attitudes. City and county resident responses differ on only three questions. None of the differences were interpreted as an important difference for interpreting the data. The following are the differences between the city and county respondents:

**Question "I would prefer parks within walking distance of my home."** A larger percentage of city residents (67.2%) want parks within walking distance of their home than county residents (47.5%).

**Public Meeting # 2**

August 29, 2007 7PM

Highland Hills Middle School  
3492 Edwardsville-Galena Road

Attendance: 2

- Proposed new park property on Atkins Road
- Need for community natural preserves

**Public Meeting # 3**

October 30, 2007 6PM

New Albany-Floyd County Library  
180 W. Spring Street New Albany, IN

Attendance: 8

- How are improvements going to be paid for?\*\*\*
- Co-operation with existing local groups such as Boy Scouts, Master Gardening Clubs, IUS students, etc... \*\*
- Structured Summer Activities\*\*
- Future funding, Capital Campaign, and Public Private Partnership\*\*
- Recommendations to tie land use decisions with growth areas
- How are we going to develop what we have already?
- Birtford Park – Storm-water issues
- Soccer Fields – Cannon Acres not developed and on-going operation/maintenance issues
- Connection of trails system with existing RR corridors and Knobstone
- Mowing less – More natural settings
- Horseback trails

- Master Trail System Plan

- Baseball-Softball Complex in New Albany
- Nature education
- Safe usage of woodlands
- Possible fishing and canoeing

**Public Meeting # 4**

November 8, 2007 6PM

New Albany-Floyd County Library  
180 W. Spring Street

Attendance: 5

- How are improvements going to be paid for?
- Co-operation with existing local groups such as Boy Scouts, Master Gardening Clubs, IUS students, etc...
- Future funding, Capital Campaign, and Public Private Partnership\*\*
- Soccer Fields – Cannon Acres not developed and on-going operation/maintenance issues
- Mowing less – More natural settings

**Park Board Workshop**

November 13, 2007

New Albany –Floyd County Parks Department  
1721 Ekin Avenue New Albany, IN

Attendance: 8

- Capital Projects and Phasing Programs
- Funding Sources
- Development of Five Year Capital Needs

and its operating budget are not adequately funded to meet the many different programs needs by City and County residents.

#### **Continuing Goals Statement**

The statements below represent the goals identified in the New Albany-Floyd County Parks and Recreation Master Plan prepared in 1975. They apply equally to today's climate and are included here to demonstrate the continuity strived for by local community leaders.

1. Continue to assess the recreation needs and interests of the community on a regular basis so as to guide decisions on how best to meet these needs.
  2. Develop a park or playground system that will provide a recreational facility within a reasonable walking distance of all residents of New Albany, and a reasonable driving distance of the residents of rural Floyd County.
  3. Reserve and/or acquire park space in the growing areas within Floyd County in advance of expected development assuring future residents accessible open space and protecting significant natural features.
  4. Integrate school property and facilities into the park system.
  5. Continue to strengthen intergovernmental and interagency relationships to achieve increased cooperation.
  6. Prioritize the expansion of parks according to their importance in a particular classification and the difficulty of expansion opportunities. Development of a decision matrix is essential.
- 
7. Give preference to maintenance over expansion when limited resources are available.
  8. Pursue park expansion through the development of a park's foundation which will solicit donations and other private/public funds.
  9. Accept or acquire new parks only if they are of the desirable size, meet an underserved area or population of the community, and provide a unique recreational opportunity. Desirable park sizes for parks are as follows: i.e., one to five acres to; ten acres for neighborhood parks; 30 acres for community parks and 250+ acres for regional parks.
  10. Accept park land as a conservation easement if funds for public maintenance cannot be identified.
  11. Maintenance of existing facilities and the expansion of maintenance capabilities will be the top priority for the next five years.
  12. Coordinate security with the local police and sheriffs departments to ensure visitors feel safe in all parks.

## **Administrative and Financial Recommendations**

- **Recommendation # 1 – Development of a Parks Foundation and a long-range Capital Improvement Plan**

This Parks Foundation would assist the Parks Department in the development of a long range Capital Campaign designed to provide a stable source of capital project funding for the Parks Department. The creation a viable long-range Capital Improvement Plan which would allow the parks department to prioritize its major capital expenditures and progressively anticipate capital needs.

- **Recommendation # 2 –Creation of a Unified Marketing Program**

Creation of a unified marketing program will enhance visibility within community in terms of programming and facilities. This would include uniformed signage for all facilities and target marketing efforts to increase participation in park programming. Expanded usage of the website and updating park activities on a quarterly basis should be pursued. Highlighting programming or facilities through the website and local publications such as the Tribune and Banner Gazette will increase visibility throughout the community.

- **Recommendation # 3 – Financial and Operational Benchmarks**

Conduct a financial and operational audit to create a benchmarking system to illustrate impact of parks system programming and facilities within the community. Publicize the availability and value of programs,

events, activities and facilities offered by or in conjunction with the New Albany Floyd County park system.

- **Recommendation # 5 – Community Funding Mechanics**

Explore alternative funding mechanisms available to the Parks Department like Cumulative Capital Fund, Grants, and Development Impact Fees. Define the most feasible mechanism and implement the development of such mechanisms.

- **Recommendation # 6 – Review Financial Operations and Lease Agreements**

Review all current lease agreements with special use facilities to determine if lease provisions should be updated and establish a targeted accounting tracking system for special use programming and facilities

## **Programming Recommendations**

- **Recommendation # 1 – Public-Private Partnerships**

Pursue and develop new public-private partnerships in areas such as programming and funding opportunities which would include the development of Ad-Hoc or special task force committees to spur interest and increase visibility in park system Continue to develop intergovernmental and interagency relationships to coordinate the development of recreation facilities and services provided by all levels of government, nonprofit organizations, voluntary, private, industrial and commercial agencies and religious groups.

- **Recommendation # 2– Teaching Opportunities and Youth Service Organizations**

As part of the public-private partnership and park's foundation efforts, a component should be the development of potential partnerships with community organizations. The Parks Department should develop private sector sponsorship for the expansion or development of park facilities, establish a comprehensive list of facilities and programs provided by public, quasi-public and private agencies and coordinate with groups in an effort to provide additional educational opportunities.

- **Recommendation # 3 – Community Gardening Program**

Development of a partnership with the county extension office and local master gardening group to begin transforming selected areas of the park which are currently being mowed into areas with native plantings and low maintenance plans. The park board should partner with local gardening groups to create a community gardening program.

- **Recommendation # 4 – Review and Develop a Quantitative Programming Benchmark System**

Review recreational programs and departmental services and focus on quality of programs and services, rather than quantity. Design a programming benchmarking system that will provide a measurable matrix for evaluating programming activities. Design programming activities that recognize socioeconomic trends affecting the recreation programs provided in the community

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- Facilities Recommendations  
(Neighborhood Parks)**

- **Recommendation # 1 – New Neighborhood Parks and Urban Spaces**

Work with local land use and planning department to establish regulations within subdivision control ordinance and plan unit development criteria for neighborhood parks to be incorporated into developments within City and County jurisdictions. Areas underserved by either a neighborhood or community park need identification in City and County's Comprehensive Plan documents.

Continue to identify and support urban open space areas that are important to the quality of life in areas of intense development. Urban open space areas most often include plazas and squares in or near major concentrations of commercial, financial or institutional activities. Discourage the acceptance of open space areas by the Parks Department unless a dedicated source of funding is provided specifically for their maintenance.

- **Recommendation # 2 – Master Plan for Joe Kraft Park and Griffin Street Center**

Develop a Master Park Plan to determine opportunities for expansion and use of facility utilizing University of Louisville Urban Planning School

- **Recommendation # 3 – Division Street Park**

Remove facility from inventory due to lack of functionality

- **Recommendation # 4 – Playground and Shelter Inventory**

Develop a playground, athletic court and shelter inventory which would be designed to determine useful life status and when replacement or repairs need to occur.

- **Recommendation # 5 – Operation and Maintenance Activities**

Provide on-going operational and maintenance on park facilities as warranted. Such activities would include: restroom facilities and drainage repairs to Sertoma Park, batting cages to Southern Indiana Sports Complex, and various improvements to playground and shelter facilities.

#### **Facilities (Community Parks)**

- **Recommendation # 1 – Binford Park Renovations**

Revise current Binford Park Master Plan to incorporate elements determined by surrounding neighborhood residents and community organizations to revitalize park area.

- **Recommendation # 2 – Renovation to Road System Galena Lamb and Greenville Parks**

All community parks should have on-going operational and maintenance activities with special attention paid to road system within Galena Lamb and Greenville Parks

#### **Facilities (Special Use Facilities)**

- **Recommendation # 1 – Prioritizing and Phasing Capital Projects**

Conceptual cost estimates indicate \$12 million in new capital improvement projects for Cannon Acres Soccer Complex, Woodlands, and Binford Park. Board will need to prioritize these into short and long range endeavors.

- **Recommendation # 2 – Senior League Baseball Facility**

Assist in coordination of a senior league baseball field at the Billy Herman Baseball Complex as a short-range solution to baseball facilities. A long-range baseball facilities plan for the entire system should be considered as a long-range planning activity.

- **Recommendation # 3 – Master Facilities Plan for Camille Wright Pool, Youth Sports, Community Center and Administrative Buildings**

Creation of a feasible master facilities plan which will enhance facilities usage, the Parks Department should pursue funding to employ outside professional consultants for these efforts.

- **Recommendation # 4 – Master Bike and Pedestrian Trail Plan**



*2014 Floyd County Parks Master Plan*

e. Garry Cavan

2. Develop Share the Road bicycling routes throughout Floyd County with assistance from Floyd County Commissioners and Floyd County Road Department and place in part of Comprehensive Plan for specific future dedicated routes in specific areas
3. Construct baseball and softball practice facilities at Greenville Park
4. Develop a renovation plan for Galena Lamb Park
5. Develop a renovation plan with strategic partners regarding 4-H Fairgrounds and North Annex
6. Develop a linear park walking and bicycle trail system plan for central part of County

The final sets of recommendations are generally geared towards the major capital projects associated with the park in the next three to five years.. Other capital projects may become a priority and be included in this timeframe if plans accelerate from the intermediate stage.

**Long Range Recommendations (3 to 5years Time Frame)**

1. Construct Charlestown Road Park
2. Construct first phases of linear park system from plan

**Funding Matrix**

1. Uniform Signage at all parks identifying Floyd County Parks and creating a unique brand for the public awareness.
  - a. **Total anticipated cost for signage -\$40,000**
  - b. **Source: Parks Capital Non-Reverting Fund**
2. Wayfinding Signage that will direct residents and other park users to parks and facilities
  - a. **Total anticipated cost for signage - \$2,500**
  - b. **Potential Source(s): Parks and Local Road and Street Funds**
3. Nature wildflower landscaping that will provide a natural setting, reduce maintenance and operation costs, and assist with storm water quality
  - a. **Total anticipated cost for 20 acres - \$5,000**
  - b. **Potential Source(s): Private-Public Partnerships**
4. Establishing open-gym hours for Pine View to promote walking and other activities
  - a. **Total anticipated Cost for 20 hours a week -- \$9,250**
  - b. **Potential Source(s): Parks General Fund**

5. Develop a renovation plan for Galena Lamb Park  
a. **Total Anticipated Cost – \$0 Using services of County Planning Office**

6. Develop a renovation plan with strategic partners regarding 4-H Fairgrounds and North Annex  
a. **Total Anticipated Cost \$0 Using services of County Planning Office**

7. Develop a linear park walking and bicycle trail system plan for central part of County  
a. **Total Anticipated Cost – \$0 Using services of County Planning Office**

**Total Anticipated Costs with Intermediate Costs: \$345,000**

Long Range Recommendations (3 to 10 year's Time Frame)

1. Construct Charlestown Road Park
  - a. **Total anticipated cost: \$500,000 to \$1,000,000 estimate**
  - b. **Potential Source(s)(s):: County Force Account Labor, Grants, Capital Improvement Funds, Bond Proceeds**
2. Construct first phases of linear park system from plan
  - a. **Total anticipated cost:\$700,000 to \$1,500,000 estimate**
  - b. **Potential Source(s)(s): County Force Account Labor, Grants, Capital Improvement Funds**

**Total Long Range recommendations: \$1,200,000 to \$1,500,000**

# CHAPTER 1

## INTRODUCTION

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### 1.1 WHAT IS THE COMPREHENSIVE PLAN?

According to the American Heritage Dictionary<sup>1</sup>, the word "plan" has several different complementary meanings, including the following:

1. A scheme, program, or method worked out beforehand for the accomplishment of an objective;
2. A proposed course of action; and
3. A systematic arrangement of important parts.

Planning at the local government level incorporates all of these definitions. Communities prepare comprehensive plans in order to guide decision-making, investments, and commitments, so that a desired quality of life may be reached at some point in the future. These planning decisions center on identifying solutions to current problems and creating new opportunities to meet anticipated future needs. The process of comprehensive planning, therefore, offers the opportunity to discuss, direct, manage, and manifest change.

Comprehensive Plans usually have these characteristics:

- *They have a long-range view.* The term "long-range" in this instance refers to a twenty- to thirty-year time period.
- *They are general in nature.* By being general, the Plan provides guidance for future land use development, yet also retains a degree of flexibility in the event that local or regional developments are different than what was anticipated.
- *They are comprehensive.* Land use development affects, and is affected by, a wide variety of forces and interests. Not incorporating these forces and interests into the development of the plan may result in the Plan incorrectly anticipating future outcomes, and/or its inability to affect those outcomes.
- *They are officially adopted by the local legislative body.* As such, the Comprehensive Plan is an official policy statement, outlining the municipality's intentions with regard to future land use development.
- *They are not regulatory documents.* They do not enforce development location or standards in and of themselves. They do provide a policy guide for developing tools that do regulate development (i.e., zoning ordinance, subdivision ordinance, etc.).

This document contains the Update for the City of New Albany's Comprehensive Plan. It is called an "Update" because the City initially developed a Comprehensive Plan in the 1950's, and has regularly updated the Plan in response to changing local and regional conditions.

<sup>1</sup> 1992: Microsoft Bookshelf Edition.

<sup>2</sup> After Anderson (1995:1-3).

The Comprehensive Plan is the policy document for the physical, social, and economic growth and redevelopment of the planning jurisdiction. As such, the Plan influences policy decisions in a broad variety of areas, including, but not limited to, the following: land use, transportation, infrastructure and utilities, drainage, environmental conservation, urban reinvestment, economic development, recreation, and housing.

The Update is timely, as the Plan was last updated in 1982, and generally comprehensive plans are updated every 10 to 15 years. Also, New Albany is at a critical turning point in its growth and development. The urban core is densely developed while outlying portions of the Unincorporated Two-Mile Fringe Area, which is under the planning and zoning jurisdiction of the City, are currently being developed. Growth pressures are mounting in the Fringe Area, to which the City may provide and maintain public services and public infrastructure. New residential development in the Two-Mile Fringe has been single-family in character, thereby aggravating inner-city problems by encouraging the flight of middle- to upper-income households out of the City. Annexation into contiguous areas and the expansion of the Two-Mile Fringe Area may be necessary in order to properly and equitably provide these services.

The Planning Area also faces diverse environmental issues. Areas of extreme environmental sensitivity are present, including flood plain areas, areas of steep slope, and wetlands identified in the Department of the Interior's National Wetlands Inventory. Also, the planning jurisdiction is located within an air pollution control non-attainment area.

With regards to the implementation of the Update, many different units of local government shall be involved. As provided by State law, the New Albany City Plan Commission and city planning staff shall use the comprehensive plan in the review of zoning petitions and development requests. The New Albany Common Council, acting upon recommendations of the Plan Commission, shall also use the guidelines and standards contained in the Update. The New Albany Redevelopment Commission shall utilize the Comprehensive Plan in formulating strategic issues and activities for inner-city revitalization. The Board of Public Works and Safety oversees the City's capital facilities and public services. Not-for-profit organizations, such as the downtown organization Develop New Albany, Inc., may be called upon to be partners for implementing portions of the plan. The planning jurisdiction also includes many private utilities, whose capital investment decisions will be critical to the implementation of the Plan.

## **1.2 PROCESS FOR UPDATING THE COMPREHENSIVE PLAN.**

The last broad Update of the Comprehensive Plan took place in 1982, with updates to portions of the Plan taking place periodically on an as-needed basis. Typically, comprehensive plans are generally updated every ten to fifteen years, and by 1997, such an update was overdue.

In the Spring of 1997, on behalf of the City Plan Commission, the New Albany Redevelopment Commission issued a Request for Proposals for preparing the Comprehensive Plan Update.

After the receipt and review of proposals, and after interviewing several candidates, HNTB Corporation was selected by the Commission for assisting in the development of the Plan.

The process for developing the Plan is reflected in the organization of this document. Two citizens meetings were held in October of 1997, and meetings with several stakeholder groups ensued; the results of these meetings are listed below. Local and regional demographic and economic changes were investigated, and the City's land use was researched. The results of this inquiry formed a critique of the City's policy plan. Following this critique, several alternates for desired future land use were generated and presented to the Plan Commission. The Commission selected two alternates for further development and analysis. Following this analysis, the Commission selected a final Land Use Plan.

### **1.3 PARTICIPATION IN THE DEVELOPMENT OF THE PLAN.**

The Update is not based upon the work of one individual or entity. Instead, many different persons and organizations collaborated in the development of the Plan. The City Plan Commission, the Common Council, and other agencies and units of local government provided important input into the issues facing the community. Citizen comments provided an important grass-roots perspective on the perceptions and desires of the community.

**1.3.1 Citizen meetings.** Two citizen input meetings took place, on October 1 and 2, 1997. The first meeting was held in the cafeteria of New Albany High School, while the second meeting took place at the Administrative Offices of the New Albany-Floyd County Consolidated School Corporation, located at 3813 Grantline Road.

Citizens generally noted several positive features of the community that they wished to preserve, including the following items:

- Historic buildings;
- Small town atmosphere;
- The Ohio River;
- The Downtown area;
- Existing organizations, including churches and not-for-profits; and
- Affordable housing.

Generally, the citizens had several concerns that they felt might pose a threat to the community's quality-of-life:

- The ongoing issues with sanitary sewers, including the issues of inflow and infiltration, and the lawsuit against the City by the U.S. Environmental Protection Agency;
- Poor drainage and flooding;
- Worsening air quality;
- The physical division of the City by the CSX Railroad; and

### 2.3. CURRENT LAND USE TRENDS.

**2.3.1 Existing Land Use.** Map 2-4 shows the existing land uses for the City and the planning area. Details regarding existing land use in the City and the fringe are listed in the following table (New Albany corporate limits as of December 31, 1997):

Table 2-5: Existing Land Use

City of New Albany			Planning area*		
Land Use	Acreage	% Total	Land Use	Acreage	% Total
Residential**	4,385	47%	Residential	6,618	37%
Commercial	418	4%	Commercial	426	2%
Industrial	792	8%	Industrial	876	6%
Institutional	453	5%	Institutional	547	3%
Recreational	297	3%	Recreational	297	2%
Cemetery	130	1%	Cemetery	148	1%
Environmental	1,891	20%	Environmental	3,745	21%
Undeveloped***	1,047	11%	Undeveloped	5,383	30%
<b>Total:</b>	<b>9,413</b>		<b>Total:</b>	<b>18,039</b>	

\* For the purpose of these analyses, the boundary of the Planning area extends north to County Line Road. The current Two-mile Fringe Area for which the City has planning responsibility does not currently reach this far, but is expected to be extended to this line before 2020.

\*\*These acreage listings do not differentiate between single-family and multi-family development.

\*\*\*Note that some undeveloped acreage is not suitable for development, e.g., road and interstate right-of-ways.

According to this table, the land use category that dominates in both the City and the Planning area is Residential. Roughly 34% of all residential acreage within the Planning area is found outside of the City. A large portion of the Planning area (30%) is undeveloped, excluding designated environmentally-sensitive areas (21%); most of this acreage is outside of the City, and some of this acreage is unsuitable for development. Commercial and industrial development together occupy a relatively small portion of the Planning area (7% combined); most of this development is within the City.

**2.3.2 Comparison land usage.** The proportion of land allocated to particular uses within the City and the Planning area is compared to the national average and several Indiana municipalities:

a number of public and semi-public entities have the authority and ability to construct public improvements, including, but not limited to, parks boards, street departments, school corporations, utilities, authorities, et al. A Capital Improvements Program (CIP) is a useful tool for coordinating and prioritizing infrastructure investments. A CIP consists of a multi-year funding/strategic plan, and an annual capital budget.

Some limited capital improvements programming has already taken place. The Sidewalks Plan and the Drainage Plan are examples of facilities-based CIPs that have not been implemented due to no funds being allocated to their implementation. The City's Consolidated Community Development Plan is a community development-based CIP that incorporates the expenditure of the City's annual allotment of federal Community Development Block Grant (CDBG) funds.

In order to implement the Plan, the City should undertake the evaluation of a capital improvements program. This CIP would minimally consist of two components: a five-year program and an annual capital budget. The City Plan Commission should be the lead entity in developing the CIP, and the City Board of Public Works and Safety (BOPWS) take charge in implementation. This configuration would require the BOPWS to make arrangements for staff, either through contract, arrangements with other City offices, or hiring full-time staff.

The implementation of CIP will require the regular, annual budgeting of funds for conducting capital improvements. Without monies for implementing projects, the development of the CIP is a useless exercise.

#### 7.4 PARKS FACILITIES.

Public parks require special consideration, since the level of service of parks land partially depends upon the location of the parks and their proximity to the populations they serve. Parks policy therefore has a spatial component that is directly affected by land use. Parks planning is the responsibility of the Department of Parks and Recreation, a joint City-County agency. The Parks Department prepares a five-year Parks and Recreation Master Plan<sup>1</sup>, which outlines policies and planned activities. The continued planning and programming efforts of the Parks Department should be encouraged and supported.

Currently, the five-year scope of the Parks and Recreation Master Plan extends to the Year 2002, and includes many maintenance and improvement items for existing parks and recreational facilities. The expansion of two regional recreational centers, the Sam Peden Community Park and the Griffin Street Recreational Center, are action items contained within the Plan. The continued implementation of the S. Ellen Jones and Fairmont School-Parks are also included in the Plan. Continued maintenance and installation of new facilities at existing parks are planned.

The City has been active for several years in the planning and development of the Falls of the Ohio River Greenway, a linear park that will extend along the Ohio River from New Albany to

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<sup>1</sup> The Plan is a requirement for receiving recreational grant monies from the Indiana Department of Natural Resources (DNR).

**Floyd County Sheriff's Department**  
**Sheriff Darrell Mills**  
311 Hauss Square  
New Albany, Indiana 47150



**Dispatch: 812.948.5400**  
**Criminal Investigations: 812.948.5407**  
**Corrections: 812.948.5404**  
[www.FCSDIN.org](http://www.FCSDIN.org)

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**FLOYD COUNTY SHERIFF'S DEPARTMENT**

"The Sheriff shall keep and preserve the peace of his county"

Floyd County Commissioners  
2524 Corydon Pike  
New Albany, IN 47150

April 3, 2014

Sirs,

I would like to request that the roadway to utilize the Park Entrance in the 4400 Block of Charlestown Road be for use of Emergency Use or Maintenance Use Only. This would benefit the Sheriff's Department for responses to the Park. This will also benefit the safety of our citizens as well. If you have any questions please feel free to contact me at (812) 948-5400.

Respectfully,

A handwritten signature in cursive script that reads "Darrell W. Mills".

Darrell W. Mills, Sheriff  
Floyd County Sheriff's Department





## NEW CHAPEL FIRE & EMS


4211 Chapel Lane  
New Albany, IN 47150  
Phone: (812) 944-1212  
NEWCHAPELFIREEMS@aol.com



To whom it may concern

This letter is to verify that i have looked over the plans for the ball park to be built in the 4400 block of Charlestown rd. I did not see anything in the plans to render construction.

Deputy Chief Noel

  
04/03/2014



I am a local business owner on Charlestown Road responding to the new sport facility.

I am a father of 3 boys; 10, 12, 14 and have experienced baseball for the past 10 years. My sons have played recreation baseball as well as travel baseball the entire time. They have played a majority of their ball at the community club in the knobs as well as a few seasons at Mount Tabor.

Mount Tabor's fields are somewhat nice, however, the parking and layout are not accommodating at all. We have played in many tournaments and have seen many spectacular facilities and New Albany does not even come close to competing with them. For as good as the teams are that come out of this area, our kids need good fields to play on.

My Dental office sits fairly close to the land and I have no problem at all with the addition.

I would be willing to help with any decisions on the park just let me know.

Professionally

Rich Poe DDS

4001 Northside Drive  
New Albany, IN 47150

Phone: 812.948.1500  
Fax: 812.948.1300  
r.poe@insightbb.com

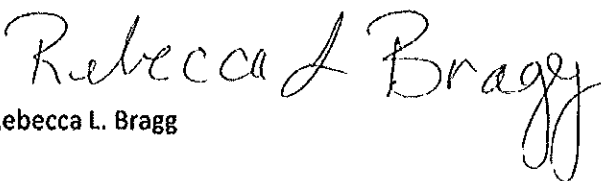
March 28, 2014

To Whom It May Concern,

I enthusiastically support the efforts to build a new park in the Charlestown Road corridor. This area has been underserved all while the population has increased. The addition of baseball and softball fields create a destination to draw more park users and will help spread the word of the activities that can now take place in this area.

A park is a better use of the area versus commercialization. We have many options for restaurants and entertainment on Charlestown Road but few options for public recreation.

Thanks for your consideration of this project.

  
Rebecca L. Bragg

3929 Douglas Avenue

New Albany, IN 47150

March 31, 2014


County and City Officials,

I fully support the work being done to bring a new park to Charlestown Road adjacent to Northside Christian Church. This would be a welcome addition to an area that has few public exercise options and fewer park options.

Although my kids don't play baseball, I see the new diamonds as a chance to help a lot of kids and create a safe space for kids in our neighborhood. It may help a kid find a sport they never had a chance to play.

These are the types of projects we want to see in the area. Please support this project.

Sincerely,

  
Angela Bragg

3906 Dunbar Avenue

New Albany, IN 47150

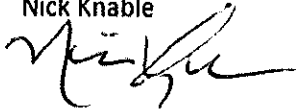
April 1, 2014

To Whom It May Concern,

This is just a quick letter to voice my favor for the development of the New Albany Little League Park off of Charlestown Road. I support it both as a parent whose children played in less than adequate facilities and as a neighbor. I live in the neighborhood behind the park.

Our current Little League facility is long outdated. The construction of ball fields for the children of our community will be of value to everyone young and old.

Nick Knable

A handwritten signature in black ink, appearing to read 'Nick Knable', written in a cursive style.

4217 Aberdeen Court

New Albany, IN 47150

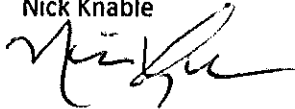
April 1, 2014

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Nick Knable

A handwritten signature in black ink, appearing to read 'Nick Knable', written over the printed name.

4217 Aberdeen Court

New Albany, IN 47150

Allen Krebs  
4207 Shetland Ct  
New Albany, IN 47150

Floyd County Commissioners  
Pineview Government Center  
2425 Corydon Pike, Suite 24  
New Albany, IN 47150

February 25, 2014

To whom it may concern,

I am writing a letter of recommendation on behalf of the effort to build a public county park on the Northside Christian property off of Charlestown Road.

As a resident of Highland Oaks subdivision, this new park would impact our neighborhood in a positive way. By putting a public green space adjacent to the neighborhood, it would allow residents a place to exercise, and enjoy the outdoors. It would allow the children of the neighborhood a safe outdoor environment away from traffic. All of these leading to improved property values within the neighborhood.

Our only concern as a neighborhood would be, we are strictly opposed to the road connecting the neighborhood and the park.

As a parent of New Albany Little League participants, the park would finally give the kids a new park they can be proud of. Our kids are being squeezed out of the current Mt. Tabor location with the construction on Mt. Tabor Road and Grant Line Road. The fields and viewing areas are too close to very busy thoroughfares, and are dangerous to the younger children. The new park would offer a safe environment for the kids to roam and play, without worrying how close to the road they might be.

Sincerely,

Allen A. Krebs

Highland Oaks Resident

To All Public Officials,

We are writing to voice support for the new park planned adjacent to Northside Christian Church. This area would be well served by green space and public activities.

There are few opportunities for young people to be active as a group and for any community member to walk safely. This park will do both and preserve some of the residential feel of the neighborhood.

The addition of open space for Charlestown Road would complement the commercial activity and soften the landscape. This will be a positive for the community and property values.

Thanks

Todd and Eileen Burrous  
4005 Weatherby Way  
Highland Oaks  
New Albany IN 47150



March 24, 2014

County Commissioners,

It is with great pleasure that I support your effort to bring a park area to the Charlestown Road location by Northside Christian Church. The additional green space is welcome amid fears that this area would continue to be developed commercially.

Park space is always a good neighbor. This part of Floyd County has few parks, few public open spaces, and I applaud your vision to create this for our community.

Thanks

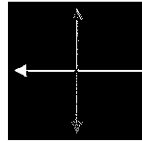
Lauren Burrous

3933 Dunbar Ave

New Albany IN 47150

# Traffic

**Traffic**



**Engineering, Inc.**

## TRAFFIC ANALYSIS

Traffic Signal Warrant Analysis for

**Charlestown Road at Sunset Drive**

February 12, 2014

*Prepared by*

Chet M. Skwarcan, PE

Traffic Engineering, Inc.

866-255-5959

# Executive Summary

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Based on analysis herein, a traffic signal is recommended to be installed as part of the intersection realignment project at Charlestown Road and Sunset Drive. A traffic signal at this location is adequately spaced from the existing signal at Charlestown Crossing and provides enhanced access to area destinations while reducing side street demand at the Charlestown Crossing signal. Additionally, a traffic signal at this location provides signalized pedestrian access and crosswalks to facilitate the projected increase in pedestrian traffic associated with the planned 38-acre park and multi-use trail along Charlestown Road.

*Certification*

I certify this Traffic Analysis has been prepared by me or under my immediate supervision and that I have experience and training in the field of traffic and transportation engineering.



Chet M. Skwarcian, P.E.  
Indiana Registration 20785  
Traffic Engineering, Inc.  
PO Box 555  
Danville, Indiana 465122  
cms@trafficengineering.com

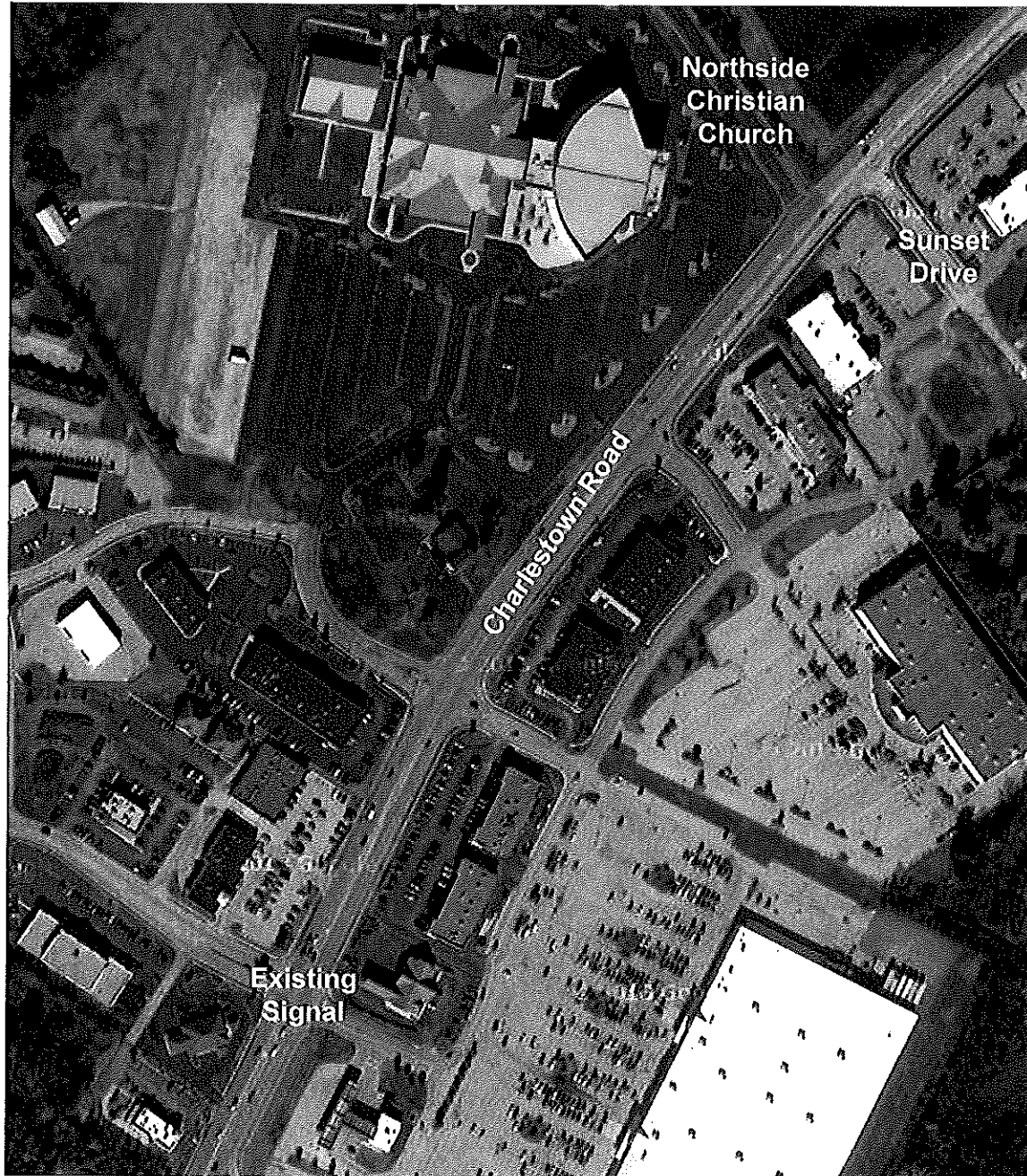
February 12, 2014

Date



## *Introduction*

The purpose of this analysis is to evaluate the need for a traffic signal along Charlestown Road at the intersection of Sunset Drive. This intersection is presently offset with the primary driveway for Northside Christian Church; however, plans are underway to reconfigure the intersection and remove the offset. The nearest traffic signal is approximately 1800 feet south as depicted below:



### *Existing Traffic*

Traffic signal warrants are typically based on hourly traffic volumes exiting from the side street approach on a typical weekday. Traffic data for this location was based on existing peak hour traffic volumes<sup>1</sup> as well as historical data<sup>2</sup> to determine the hourly distribution for the side street approach. Although there is also significant Sunday traffic associated with the church, the traffic experienced on a typical weekday is controlled by volumes on Sunset Drive exiting onto Charlestown Road. The table below summarizes estimated hourly volumes for a typical weekday:

Sunset Drive <i>Exiting Traffic Only</i>	
6:00 AM	2
7:00 AM	7
8:00 AM	10
9:00 AM	16
10:00 AM	34
11:00 AM	50
12:00 PM	66
1:00 PM	69
2:00 PM	71
3:00 PM	70
4:00 PM	71
5:00 PM	74
6:00 PM	60
7:00 PM	58
8:00 PM	62
9:00 PM	58
10:00 PM	22

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<sup>1</sup> KIPDA, 10/15/13

<sup>2</sup> Institute of Transportation Engineers, Trip Generation Manual, 9<sup>th</sup> Edition

## Projected Traffic

Several factors influence the potential signalization of Sunset Drive:

1. Redistribution of shopping center traffic – The existing traffic signal at Charlestown Crossing has ten times the side street traffic as compared to Sunset Drive. Because traffic signals tend to attract side street traffic, an additional signalized access at Sunset Drive helps to relieve congestion at Charlestown Crossing. This redistribution is estimated at 10-20% however, to be conservative, 5% was used in calculations below.
2. Development of a new park and playing fields – The new park contains 38 acres with 7 playing fields. Depending on time of year, this could easily generate over 200 trips on a weekday and more than 400 trips on a Saturday. Safety for pedestrian traffic and access is enhanced by adding pedestrian indications and crosswalks to a new traffic signal.
3. A Complete Streets project is underway along Charlestown Road and includes the Sunset Drive intersection. Signalized access, pedestrian crosswalks and indications, sidewalks, and multi-use trails all contribute to improving safe access for all users.
4. Church traffic currently requires manual traffic control – A traffic signal at this location minimizes the need for manual traffic control by providing traffic-actuated access for peak periods.

Assuming a 5% redistribution of traffic from the Charlestown Crossing signal (see item #1 above), the following side street traffic volumes are projected for Sunset Drive:

	Sunset Drive Exiting Traffic Only	5% Redistributed	Total
6:00 AM	2	1	4
7:00 AM	7	4	11
8:00 AM	10	5	14
9:00 AM	16	8	24
10:00 AM	34	17	52
11:00 AM	50	25	74
12:00 PM	66	33	100
1:00 PM	69	34	103
2:00 PM	71	36	107
3:00 PM	70	35	106
4:00 PM	71	36	107
5:00 PM	74	37	110
6:00 PM	60	30	90
7:00 PM	58	29	86
8:00 PM	62	31	92
9:00 PM	58	29	86
10:00 PM	22	11	34

For a traffic signal to be considered warranted, the hourly side street volume must exceed 70 vehicles for at least eight hours of the day<sup>3</sup>. Time periods satisfying this threshold are highlighted. In the above scenario, eleven hours are projected to satisfy this criterion and therefore a traffic signal is recommended as part of the intersection realignment project. The traffic signal should include vehicle detection for all approaches to maximize operational efficiency based on traffic demand as well as pedestrian crosswalks and pedestrian indications.

<sup>3</sup> Indiana MUTCD, Table 4C-1, Warrant 1, Eight-Hour Vehicular Volume, Condition B—Interruption of Continuous Traffic